

Message Text

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TO SECSTATE WASHDC 4075

S E C R E T SECTION 1 OF 2 PARAMARIBO 245

E.O. 11652: GDS
TAGS: AMGT NS
SUBJ: U.S. GOALS AND OBJECTIVES FOR SURINAM: APPROACH AND
COURSES OF ACTION

REF: STATE 39663

PART I: OVERVIEW STATEMENT

SINCE SURINAM BECAME INEDPENDENT IN 1975 OUR PRINCIPAL POLICY
APPROACHES HAVE BEEN:

1. WELCOME AND FACILITATE THE EMERGENCE OF THE NEW REPUBLIC
OF SURINAM IN THE COUNCILS OF THE WESTERN HEMISPHERE AND
THE WORLD. WE HAVE WORKED COOPERATIVELY IN SURINAM'S
ADMISSION TO THE UN, THE OAS AND OTHER INTERNATIONAL ORGANI-
ZATIONS. WHILE UNDERSTANDING SURINAM'S INTENT TO ASSOCIATE
ITSELF IN A BROAD WAY WITH THE THIRD WORLD, WE HAVE KEPT
SURINAM INFORMED OF OUR POSITIONS ON IMPORTANT ISSUES, HAVE
SUPPLIED IT WITH INFORMATION AND ARGUMENTATION, AND HAVE
TRIED, IN A LOW KEY WAY, TO PERSUADE SURINAM TO ADOPT
POSITIONS PARALLEL WITH OUR OWN.

2. KEEP IN CLOSE TOUCH WITH BOTH THE ALUMINUM COMPANY OF
AMERICA (ALCOA) SUBSIDIARY IN SURINAM (SURALCO) AND THE
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GOVERNMENT OF SURINAM ON MATTERS CONCERNING THE EXPLOITA-
TION, PROCESSING AND EXPORT OF BAUXITE AND ITS DERIVATIVES,
READY TO BE OF ASSISTANCE IF REQUIRED BUT IN GENERAL
LEAVING THIS RELATIONSHIP TO THE TWO PARTIES CONCERNED,
WHO HAVE A LONG HISTORY OF FRUITFUL COOPERATION AND MUTUAL
UNDERSTANDING.

3. MONITOR THE ECONOMIC PROGRESS AND DEVELOPMENT OF SURINAM, WHILE ACTING ON THE JUDGMENT THAT SURINAMS' FUNDING NEEDS ARE ADEQUATELY MET BY ASSISTANCE FROM THE NETHERLANDS, THE EEC AND OTHER SOURCES AND THAT AID FROM THE U.S. IS NOT REQUIRED. BE READY, HOWEVER, IF ASKED BY THE GOVERNMENT OF SURINAM, TO ASSIST WITH THE PROCUREMENT OF EXPERT ADVICE OR SERVICES OR OTHER ITEMS OF NOMINAL COST IF THEY ARE SPECIALLY OR UNIQUELY NEEDED FROM THE U.S. WE HAVE OFFERED AN OPIC INSURANCE AGREEMENT AND THE SERVICES OF THE PEACE CORPS, BUT THE GOVERNMENT OF SURINAM HAS NOT TAKEN UP EITHER OF THESE OFFERS.

4. FACILITATE THE INCLUSION OF SURINAM IN THE INTER-AMERICAN DEFENSE SYSTEM, WHILE TAKING THE POSITION THAT SURINAM SHOULD CONTINUE TO LOOK TO THE NETHERLANDS FOR THE FORESEEABLE FUTURE FOR ITS MAJOR MILITARY EQUIPMENT, ADVICE AND TRAINING NEEDS. BE READY, NEVERTHELESS, TO CONSIDER REQUESTS FROM SURINAM FOR THE PURCHASE, ON A CASH BASIS, OF MINOR AMOUNTS OF MATERIAL WHEN THE U.S. IS IN A BETTER OR UNIQUE POSITION TO SUPPLY THEM, AND OFFER SURINAM THE SAME OPPORTUNITIES AS OTHER AMERICAN REPUBLICS FOR OCCASIONAL OFFICER OR SPECIALIST TRAINING IN U.S. MILITARY INSTITUTIONS.

5. MAINTAIN THE ALREADY-EXISTING FEELINGS OF ADMIRATION AND FRIENDSHIP FOR THE U.S. ON THE PART OF THE SURINAM
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PEOPLE AND STATE BY INFORMATIONAL, EDUCATIONAL AND CULTURAL EXCHANGE PROGRAMS AND KEEP SURINAM INFORMED ON AMERICAN SOCIETY, POLICIES AND POSITIONS WITH A VIEW TOWARDS THE LONG-RANGE PRESERVATION OF THIS RECEPTIVITY. WE WERE HANDICAPPED DURING 1976 AND 1977 BY THE ABSENCE OF A USIS STAFF AT THIS POST, WHICH HAS NOW BEEN CORRECTED.

PART II: KEY POLICY ISSUES

1. THE NETHERLANDS-SURINAM ECONOMIC AID RELATIONSHIP IS ALREADY SHOWING SIGNS OF FRICTION AND FUNDAMENTAL DIFFERENCES OF OPINION REGARDING THE COURSE OF DEVELOPMENT IN SURINAM. AS A TACTICAL MOVE VIS-A-VIS THE NETHERLANDS, OR AS A REAL MOVE IN CASE THE NETHERLANDS RELATIONSHIP BREAKS DOWN, SURINAM MAY APPROACH THE U.S. TO UNDERTAKE AN ECONOMIC ASSISTANCE ROLE OF SIGNIFICANT SIZE. SINCE ECONOMIC AID BEYOND THAT PROVIDED BY THE DUTCH IS NOT CAPABLE OF BEING UTILIZED, IN OUR VIEW, AND WE WOULD RUN INTO THE SAME PROBLEMS OF GOALS AND METHODS AS THE DUTCH IN THE UNLIKELY EVENT THAT WE DECIDED TO REPLACE THEM, EVEN PARTIALLY, AS AID DONOR, THE U.S. WOULD REACT NEGATIVELY TO ANY SUCH SURINAM REQUEST, WHICH COULD THEN

POSE PROBLEMS FOR US IN OUR OVERALL RELATIONSHIPS AS WELL AS IN THE SPECIFIC AREA OF BAUXITE, IF SURINAM SHOULD ATTEMPT TO EXERT LEVERAGE THROUGH THE LATTER.

2. REGARDLESS OF THE COURSE OF THE DUTCH AID PROGRAM, IT SEEMS QUITE POSSIBLE, IF NOT LIKELY, THAT THE MAJOR WEST SURINAM DEVELOPMENT PROJECT, THE SCHEME BY WHICH SURINAM WILL MINE, TRANSPORT TO PORT AND EXPORT ITS OWN BAUXITE, WILL FALL FAR BEHIND SCHEDULE. AS IT BECOMES MORE AND MORE EVIDENT TO THE SURINAM DECISION-MAKERS THAT THEIR INSISTENCE ON COMPLETE INDEPENDENCE IN THIS VENTURE IS NOT PAYING OFF, THEY MAY WELL TURN TO THE FOREIGN BAUXITE COMPANIES, SURALCO AND THE SHELL-OWNED BILLITON, TO CARRY OUT THE PROJECT. WHILE THE COMPANIES
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MAY BE WILLING TO DO THIS ON A COST-PLUS-FEE BASIS, IT IS NOT PROBABLE THAT THEY WOULD BE WILLING TO INVEST THEIR OWN MONEY OR TAKE ANY OF THE RISKS INVOLVED, IN WHICH CASE RESENTMENT MIGHT ARISE ON THE PART OF THE GOVERNMENT OF SURINAM. SUCH RESENTMENT COULD LEAD TO MEASURES AGAINST SURALCO AND IN TURN TO FRICTION WITH THE U.S.

3. SURINAM WILL SHORTLY PUT INTO EFFECT ITS 200-MILE ECONOMIC ZONE AND THIS WILL INEVITABLY MEAN RESTRICTONS OF SOME KIND ON WHAT HAS BEEN UP TO NOW A COMPLETE FREEDOM OF ACTION FOR AMERICAN FIRMS AND VESSELS IN THE SHRIMP FISHERY IN THIS AREA. WHETHER THIS WILL BECOME AN ISSUE BETWEEN SURINAM AND THE U.S. DEPENDS ON THE EXTENT OF THESE RESTRICTIONS AND THEIR EFFECT ON THE PROFITABILITY OF THE FIRMS AND VESSELS CONCERNED.

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S E C R E T SECTION 2 OF 2 PARAMARIBO 245

PART III: PROPOSED COURSE OF ACTION

I. COOPERATION WITH THE U.S. IN INTERNATIONAL FORUMS

1. WE MUST CONTINUE OUR PROGRAM OF EDUCATION IN NEW YORK, WASHINGTON AND PARAMARIBO ON THE SUBSTANCE OF THE ISSUES OF MOST IMPORTANCE TO THE U.S. AND THE RATIONALE FOR OUR POSITIONS. SINCE SURINAM WILL HAVE FEW IF ANY SPECIFIC INTERESTS OF ITS OWN IN THE ISSUES CONCERNED, IT WILL TEND TO FOLLOW THE LEAD OF THE GROUP OF 77 OR OF OTHER GROUPS WITH WHICH ITS WANTS TO BE CONSIDERED ASSOCIATED. WHEN IT APPEARS THAT SURINAM'S VOTE WILL NOT BE WITH US, WE MUST MAKE PLAIN WHY THE MATTER IS OF SUCH IMPORTANCE TO US AND WE MUST MAKE REPRESENTATIONS AT THE TOP LEVEL. AT THE SAME TIME, WE MUST AVOID GOING TO THE SURINAMERS ONLY WHEN WE WANT SOMETHING FROM THEM, BUT MUST RATHER INCLUDE THEM IN AS WIDE AS POSSIBLE A RANGE OF DEALINGS SO THAT THEY WILL GET THE HABIT OF WORKING WITH US AND COME TO TAKE OUR APPROACHES AS NATURAL RATHER THAN EXCEPTIONAL. SURINAM HAS STATED ITS INTENTION TO ADHERE TO THE INTER-AMERICAN CONVENTION ON HUMAN RIGHTS AND WE WILL CONTINUE TO URGE THEM TO DO SO AT THE EARLIEST POSSIBLE TIME.

II. SUPPORT FOR U.S. COMMERCIAL INTERESTS IN TRADE
RELATIONS WITH SURINAM

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1. WE MUST CONTINUE TO KEEP IN CLOSE TOUCH WITH THE INDUSTRY AND GOVERNMENT ON THE BAUXITE PROBLEM, AND, SHOULD THE OCCASION ARISE, TO COUNSEL EACH AGAINST ANY PRECIPITANT ACTION THAT MIGHT INTERFERE WITH THEIR EXCELLENT WORKING RELATIONSHIP. IF SURINAM SHOULD ATTEMPT TO PRESSURE SURALCO TO TAKE A ROLE IN WEST SURINAM AGAINST ITS WILL, WE SHOULD REMIND THE GOVERNMENT OF THE DANGER OF WEAKENING ITS OVERALL INTERNATIONAL COMPETITIVE POSITION FOR THE SAKE OF A SUBSIDIARY OBJECTIVE. THE DEPARTMENT OF STATE SHOULD CONSULT PERIODICALLY WITH ALCOA ON ITS PROBLEMS AND RELATONSHIPS IN SURINAM; IN CONTRAST TO OTHER INDUSTRIES, SUCH AS FISHING, THE ALUMINUM INDUSTRY APPEARS TO TAKE THE GOVERNMENT VERY LITTLE INTO ITS CONFIDENCE.

2. WE MUST FOLLOW CLOSELY THE SURINAM POLICIES AND REGULATIONS IN THE 200-MILE ZONE AND THE MEASURES TAKEN

BY NEIGHBORING COUNTRIES AS WELL. WHILE WE MUST ACCEPT THE FACT THAT THE SHRIMP FISHERY WILL NO LONGER BE WIDE OPEN, WE MUST ENSURE THAT ANY REGULATIONS ENFORCED DO NOT DISCRIMINATE AGAINST AMERICAN COMPANIES OR SHIPS, AND THAT MAXIMUM ACCOUNT IS TAKEN OF THE HISTORICAL AMERICAN CONTRIBUTIONS TO THE DEVELOPMENT OF THIS FISHERY.

3. WE WILL CONTINUE THE POLICY OF COOPERATION WITH AMERICAN PRIVATE AND LOCAL GOVERNMENT TRADE MISSIONS COMING TO SURINAM, WHICH HAVE BEEN SUCCESSFUL IN THE PAST. ESPECIALLY SINCE THE DECLINE OF THE DOLLAR (TO WHICH THE SURINAM GUILDER IS TIED) IN RELATIONS TO WEST EUROPEAN AND JAPAN CURRENCIES IS PRODUCING A COMPARATIVE ADVANTAGE FOR U.S. EXPORTS TO SURINAM, WE WILL EXPAND OUR TRADE OPPORTUNITIES PROGRAM, PERSONAL
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CONTACT WITH THE BUSINESS COMMUNITY, COMMERCIAL NEW-LETTER AND OTHER MEANS OF ACQUAINTING SURINAM WITH THE OPPORTUNITIES FOR IMPORTS FROM THE U.S.

III. MAINTENANCE OF GOOD BILATERAL RELATIONS

1. THE ESTABLISHMENT OF A USIS OFFICE IN PARAMARIBO HAS PROVIDED THE BASIS FOR AN EXPANDED EFFORT TO IMPROVE UNDERSTANDING OF U.S. POLICIES AND CONDITIONS. IT IS HOPED THAT USIS WILL SOON MOVE INTO PROPER QUARTERS AND BEGIN A WIRELESS FILE OPERATION. OUR FIRST FULBRIGHT EXCHANGE PROFESSOR WILL COME THIS YEAR, AND WE WANT TO EXPAND THAT PROGRAM, AS WELL AS CONTINUE A FRUITFUL PROGRAM ALREADY IN EXISTENCE FOR LEADER GRANTS. WE NEED TO HAVE SPEAKERS AND EXPERTS FROM THE U.S. ON A VARIETY OF SUBJECTS OF IMPORTANCE TO SURINAM.

2. IN 1978 AND/OR 1979 WE SHOULD GIVE SERIOUS CONSIDERATION TO INFORMAL VISITS BY THE PRIME MINISTER AND THE PRESIDENT OF SURINAM TO WASHINGTON, TO INCLUDE AT LEAST A MEETING WITH THE PRESIDENT. THIS WOULD HAVE A GENUINE EDUCATIONAL EFFECT AS WELL AS BE A CONTRIBUTION TO PERSONAL PRESTIGE WHICH WOULD PAY OFF WELL IN THE FUTURE.

3. WE WILL CONTINUE THE EXCELLENT PERSONAL RELATIONSHIPS MAINTAINED WITH THE SURINAM MILITARY AND WILL CONTINUE TO USE THE VISITS OF UNCLASSIFIED U.S. MILITARY AIRCRAFT FOR PUBLIC RELATIONS PURPOSES. CLOSE CONTACT WILL ALSO BE MAINTAINED WITH THE CIVIL AVIATION SERVICE, WITH WHICH THE EMBASSY HAS AN EXCELLENT WORKING RELATIONSHIP.

4. IF AN OPPORTUNITY SHOULD ARISE, A VISIT TO PARAMARIBO BY A U.S. NAVAL VESSEL IN 1978 OR 1979 WOULD BE AN

EXCELLENT OCCASION TO REINFORCE OUR FRIENDLY RELATIONS
IN THE MILITARY SPHERE.

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PART IV: CURRENT SITUATION

1. U.S. GOALS AND OBJECTIVES IN SURINAM ARE BEING
CURRENTLY MET AND HAVE BEEN SINCE INDEPENDENCE IN 1975. WHAT
IS NEEDED IS CONSTANT ATTENTION TO MAINTAIN THE FAVORABLE
SITUATION, AND NOT TO LET ISSUES DEVELOP BEYOND THE
POINT WHERE THEY CAN BE MANAGED.
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